





# DEVELOPMENT PLAN METROPOLITAN WINNIPEG

PUB

PLANNING DIVISION

METROPOLITAN CORPORATION
OF GREATER WINNIPEG



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METROPOLITAN CORPORATION
OF GREATER WINNIPEG

PLANNING DIVISION



LIBRAP COPT
REID, CROWTHER & PARTNERS LIMITED

METROPOLITAN CORPORATION

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GENERAL LAND USE
MAPS "A" TO "K"
AND LEGEND

In the pocket at the back of the report.

### PART 1

## INTRODUCTION

- This text and accompanying maps, plates, and diagrams represent the Development Plan for Greater Winnipeg, a plan designed to guide the development of this metropolitan area in an orderly, economic and aesthetic manner, making the urban community a pleasurable place for work, relaxation, and the raising of one's family.
- 1.2 This document with its accompanying maps, plates and diagrams has been prepared to provide the people of Greater Winnipeg with the information which, we believe, they will want to have regarding the future development of their community, and, in particular, with current proposals for the future use and re-use of land.
- Many statistical and technical reports and studies were used in preparing the Plan, but it is assumed that these probably would be of secondary interest to the majority of citizens. For this reason, a minimum of technical data has been included, although reference is made throughout to various studies and reports prepared by the Corporation's staff and by other agencies. All of this material is available through the Director of Planning to anyone who may be interested in the more detailed information.

1.4 The original draft Plan which was made public in September 1963 created wide interest. The Corporation hopes that this interest will be maintained and that local organizations will continue to discuss the progress of the Plan with the Corporation and its officers from time to time.

# PART II

### PURPOSE AND NATURE OF THE PLAN

2.1 The Development Plan is defined in Section 77(c) of the Metropolitan Winnipeg Act, as:

"a statement of policy of the metropolitan council set out in a text, in maps, or illustrations, or in any of them, designed to secure and promote the orderly growth and economic development in the metropolitan area and additional zone or any part thereof in the manner most advantageous to, and that will best promote those amenities that are essential to, or desirable for, the well being of, the inhabitants thereof."

Section 79 (2), in describing the contents of the Plan states that:

"in general terms, (the Plan), shall establish the pattern of future use of land and shall serve as a basis to which all specific public and private uses of land, including highways and utility services and facilities, will be related."

As the Plan deals with a living organism - the Metropolitan

Community - it cannot be regarded as something fixed and

static. It will be revised and enlarged from time to time

as conditions in the Metropolitan Area change. A Plan that

PART II

PURPOSE AND NATURE OF THE PLAN

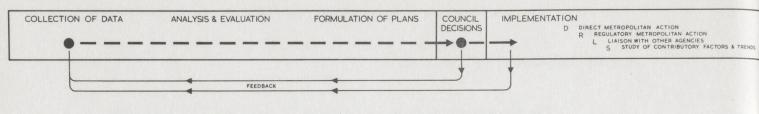
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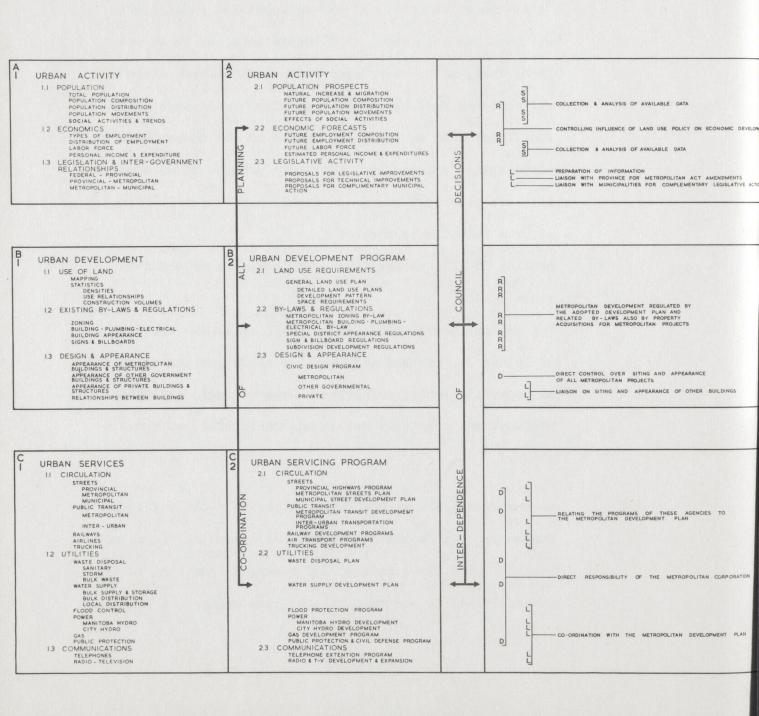
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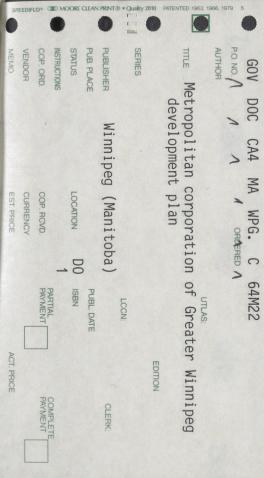
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As the Plan deals with a living organism - the Metropolitan Community - it cannot be regarded as something fixed and static. It will be revised and enlarged from time to time as conditions in the Metropolitan Area change. A Flan that







is too rigid and inflexible could become in time a deterrent rather than a guide to sound development.

- 2.3 The Plan will have far-reaching effects. It will influence and regulate the activities of those who are directly or indirectly involved in the development of the community.

  As the Plan is the formal expression of the Corporation's policy relating to the development of the Metropolitan Area it will influence and direct the Corporation's future actions, the construction of public works, the enactment and administration of controlling by-laws, and the way in which the Corporation will participate in cooperative programmes with other public and private agencies. It is the means by which the activities of many public and private agencies can be co-ordinated in order to ensure that the interests and amenities of all of the metropolitan citizens are protected.
- A Progress Report published in November 1961 described the way in which the Plan was being prepared and the diagram at Plate I is reproduced from that report as an illustration of the planning function of the Corporation.

  In addition to listing the many factors that must be taken into consideration and indicating the nature of the Corporation's implementing activity, Plate I also

illustrates the way in which the decisions of Council and experience gained by implementation of the Plan "feeds-back" into the process and adds to the store of data that will be used in making future planning decisions.

- Use Map. This map shows, among other things, which areas will be developed or redeveloped, which areas will not be used for urban purposes and the routes of present and future metropolitan thoroughfares. In some instances where development is likely to take place in the near future, some streets that may not necessarily become metropolitan thoroughfares are indicated. These will form a system of municipal collector streets that will be needed to serve as tributaries to the metropolitan thoroughfare system.
- 2.6 The General Land Use Map illustrates the Corporation's policy for the future use of land and will therefore be of considerable value to both public and private agencies involved in the development of land. It will provide a basis for their planning and will give these agencies a guide to the type of development that will receive the approval of the Corporation.

### PART III

### THE BASIS FOR THE PLAN

This Development Plan is based on a series of factors which influence urban growth. While many of these factors may be regulated or shaped to meet planning desires, some important ones cannot be directly influenced by the planning agency. Population growth, while of prime importance to the planner, is an excellent example of this.

# 3.2 Population Growth

The Development Plan is based on a continuing study of population growth and trends. Consideration has been given to projected changes in age and sex groups, and the net effect of immigration has also been considered. It is acknowledged that immigration can vary as a result of national trends and policies, but for the purpose of the Plan it has been assumed that the future effect of immigration will correspond with the trend over the past decade. A subsequent Part (Part V) deals with population growth in more detail.

# 3.3 Existing Development Patterns

The Plan acknowledges that we are dealing with an existing community of some half million people. This is not a Plan for a new community. The way in which the community has grown is the result of many forces and the effect of these, both beneficial and detrimental, cannot be ignored. Particular consideration has been given to the role which the two principal rivers have played in shaping the community in the past and the effect that the original "river lot" system of land ownership has had and will continue to have on land development. This Plan, however, does not contain a description of the history of the development of the community, as this has been (1) described in some detail by others.

# 3.4 Servicing

This factor includes preparation for development and the subsequent continuing provision of services to citizens by metropolitan and municipal governments.

<sup>(1)</sup> For example: Report & Recommendations of the Greater Winnipeg Investigating Commission, 1959

Background for Planning Greater Winnipeg, 1946 Metropolitan Planning Commission of Greater Winnipeg.

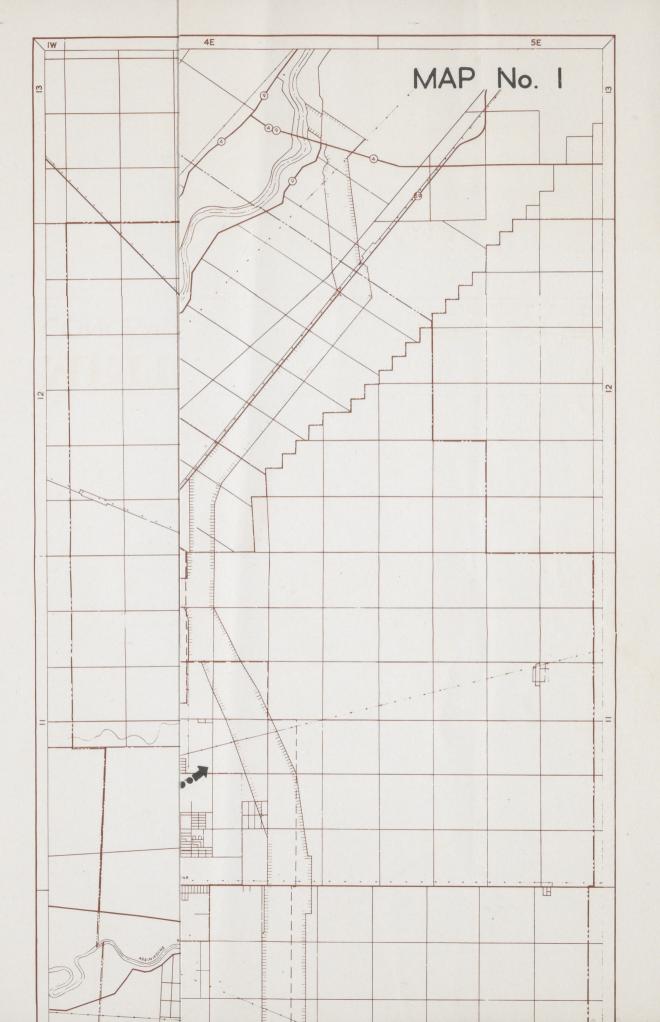
3.5

The Plan provides for a future street pattern based on earlier planning work (1) and on current work by the Corporation's staff. The General Land Use Maps indicate a conventional street and thoroughfare system.

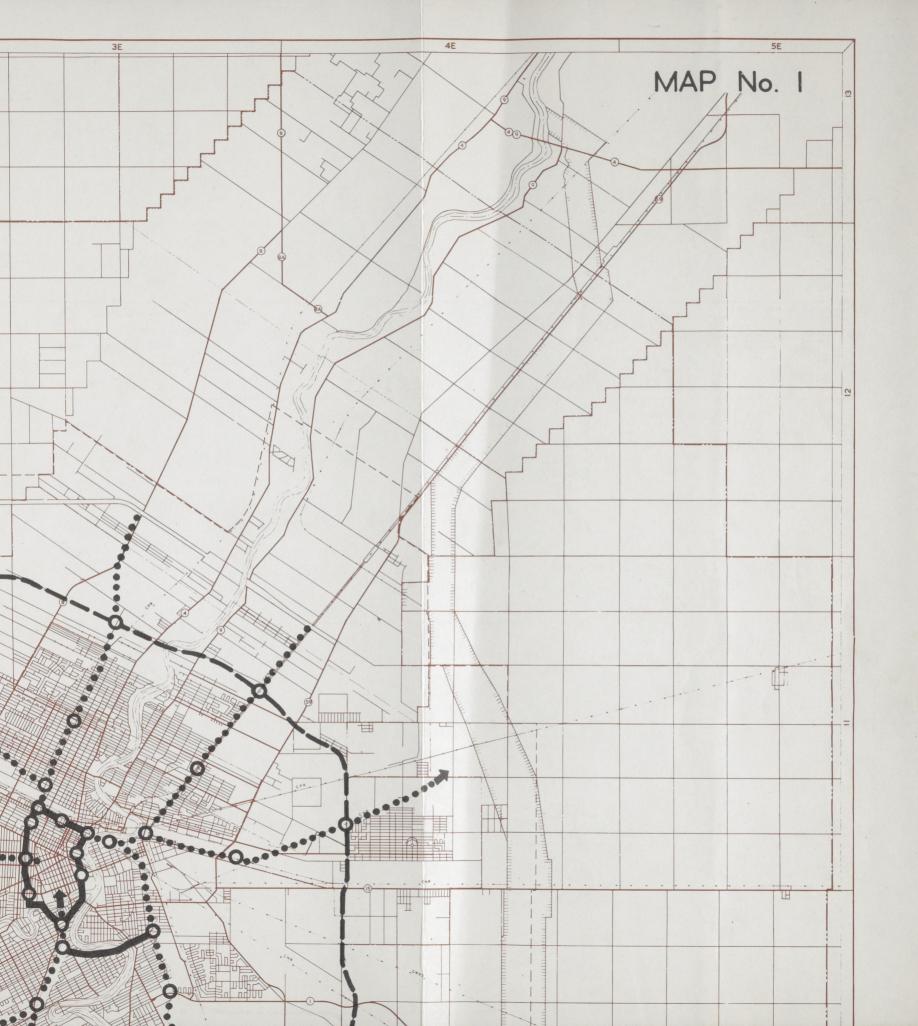
Current studies by the Transportation Planning Group have indicated the need for additional major transportation facilities and Map 1 illustrates a concept of a system of inner ring and radial express routes that are likely to be required. It is important to emphasize that considerable additional work is needed before details of the location and design of these major facilities can be completed, particularly as provisions for rapid transit facilities may be made in conjunction with some express routes.

(1) Major Thoroughfares Greater Winnipeg 1946 & Revisions Metropolitan Planning Commission of Greater Winnipeg

Report on Traffic Transit Parking - Metropolitan Winnipeg. Wilbur Smith & Associates, New Haven, 1957.











Planning work on the expansion of sewer and water services had been started by the Greater Winnipeg Water and Sanitary District before the creation of the Corporation and has been carried forward by the Corporation since the date of take-over. The reports (1) which are the

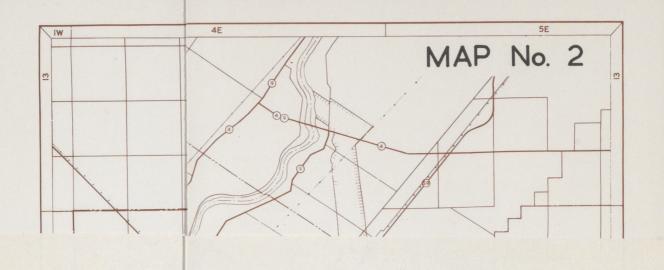
(1) Report on Waterworks Development in Metropolitan Winnipeg to 1981. McLaren, James F. & Associates March 1961.

Report on Expansion of Sewage Works in the North District of Metropolitan Winnipeg. McLaren, James F. & Associates, August 1961.

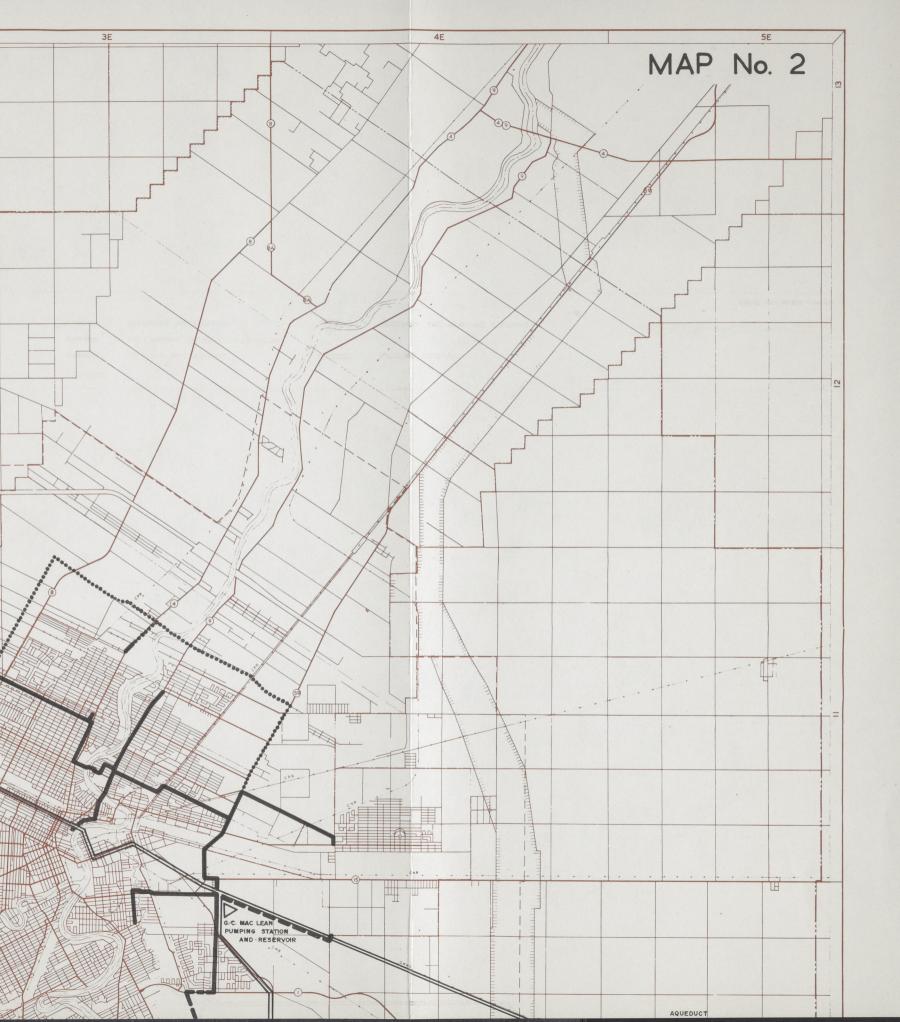
Report on Sewerage for the S.E. District of Metropolitan Winnipeg. Underwood McLellan & Associates, Limited, August 1961.

Also staff reports by Water & Waste Division and Report of the Technical Advisory Committee of the Water and Waste Division. result of this work have influenced the Plan. As they deal with the provision of facilities with a life expectancy in excess of 25 years, the maximum capacity of these facilities exceeds the anticipated need for the period covered by this Plan. The Plan will be reviewed and revised at five year intervals and the planning period will be extended a further five years. As growth takes place the additional capacity will be drawn upon and requirements for the construction of further capacity will be indicated well in advance of need. The servicing plans themselves will be reviewed periodically and are sufficiently flexible themselves to allow amendments in the location of plant if changing circumstances warrant it. Maps Nos.2 and 3 show the present and future water distribution and sewer services.

It is anticipated that all but a comparatively few residents will be served with public sewer and water by the end of the period covered by the Plan. Methods of sewage disposal will have some effect on the types of industry which can be located in the industry areas shown. The Uniform Metropolitan Zoning By-law based on this Plan will establish any special servicing provisions applicable to the industrial area, and complement the existing regulations relating to the licensing of Industrial Waste.

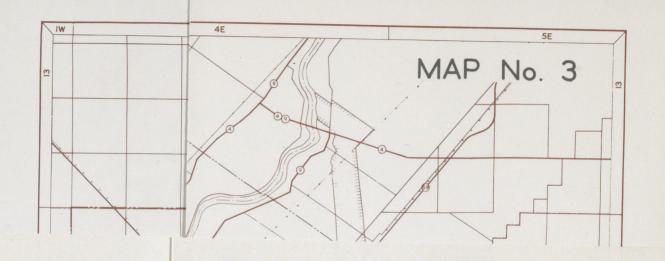






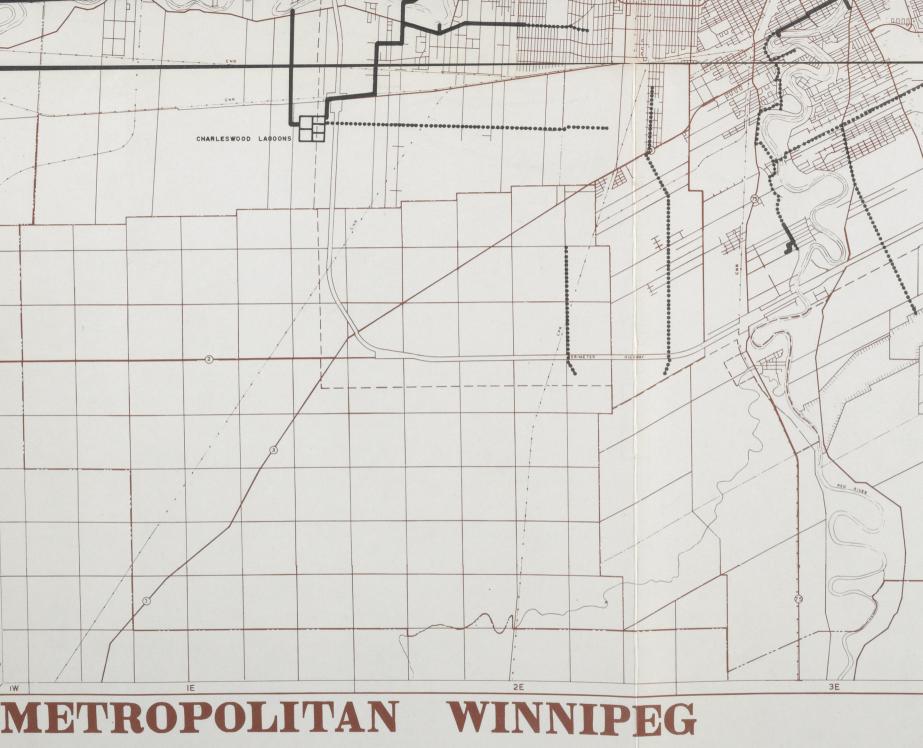




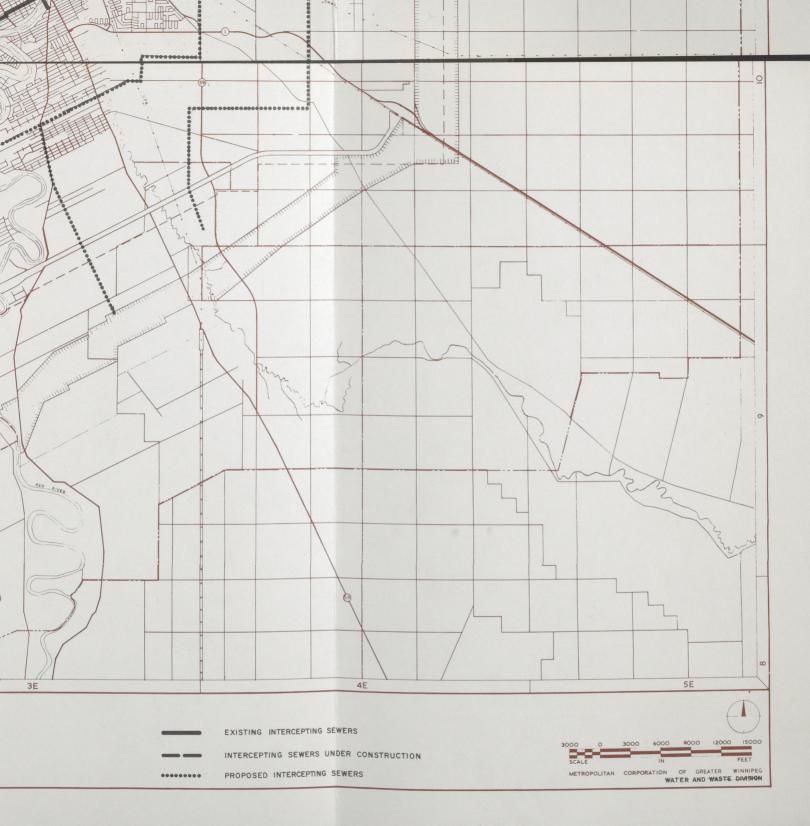








SEWER SERVICES



#### 3.8 Trends in Social and Economic Development

An understanding of social trends serves to indicate future demands for educational and recreational accommodations. For example, increasing leisure time creates demand for additional park land. Changes and improvements in what the community accepts as desirable residential environment affect the density of residential areas and therefore the amount of land that they will require. The social forces which motivate residential redevelopment affect the physical development plans (1). This Plan allows for the changes in space for living resulting from changing social patterns; it also indicates the land that will be needed for local park and school services.

2.9 Provision has been made for space for the continuing expansion of our economic base, the commercial and industrial activity which provides employment and productive capacity - the true measure of the community's wealth. Our wide diversification of economic activities is a major community asset. It means that we have developed and can offer new business and industry, a labor force with a wide range of skills. Geographic location gives us a considerable

<sup>(1)</sup> Metropolitan Urban Renewal Study Interim Report 1963.

advantage as a centre for communications and distribution. In addition to the provision of space and services for expanding commerce and industry the Corporation will play its part in assisting industry to locate or relocate in the Metropolitan Area. In common with many other communities, the high price of industrial land and intermunicipal competition for industry can act as deterrents to logical industrial planning. The fact that we tend to be a "branch office" community has some definite disadvantages but a solution to this problem cannot be found through a physical plan. The Plan can, however, give assistance to those who are working to solve this and other problems related to the field of commercial and industrial promotion.

#### 3.10 The Need for a Reasonably Compact Urban Area

The Plan envisages a reasonably compact urban area with some areas of low density development related to existing village communities. A subsequent Part (Part VII) on the Additional Zone deals with the village communities in more detail. The Plan differentiates between "low density development" and "sprawl". Basically, one is planned and the other is the result of the lack of control over the use of land.

- 3.11 The financial aspects of the provision of both public and private services are directly related to the density of development. The Plan acknowledges that financial considerations are of major importance and that the community must be able to pay for all of the services it wants. It is for this reason that low density development will be limited and priority will be given to urban growth in those areas that can be serviced with an orderly and logical extension of trunk services.
- 3.12 During the next 25 years it is unlikely that the community will grow to such a size that we shall have to consider limiting expansion. Continuing consideration is being given whether there is an optimum size for the community and this question will be discussed at the time of the first five year review of the Flan.

#### PART IV

#### POPULATION

- How many people live in Metropolitan Winnipeg? How many are there likely to be by 1986? The answers to these questions provide the starting point for any serious planning for the future development of the area.
- Perhaps no other kind of research has a more direct and personal effect on the daily lives of people and the environment in which they live. Whether we deal with such questions as how taxes are used in communities, or how the needs for public services and facilities are anticipated and met, or where new churches and stores and factories might be built, or even how many automobiles might be sold in a given year the answers to all of these questions depend on the existence of reliable date about population, past, present and future.
- 4.3 It is important to realize, however, that population studies are not static, that they are limited by the quality and availability of basic date and that they must be subject to continual revision in the light of changing conditions and improved information.
- 4.4 The Dominion Census, undertaken every five years, provides

our basic source of information about population. Fortunately the date of the last Census was 1961 and we have therefore a recent and accurate figure to use as a basis for estimating the future population of the Metropolitan Area.

4.5 Forecasts are calculated for five-year intervals so that their accuracy can be checked against the D.B.S. Census for that year. It is considered that 25 years is the maximum period for a reasonably valid forecast and this has been used as the time period for the Plan. A study of the population of the metropolitan area and detailed forecasts to 1986 have been published as the Metropolitan Winnipeg Population Study 1961-1986 in October, 1963.

This report should be read in conjunction with the Plan as only the most significant aspects of population growth are described here.

#### 4.6 The Expanding Metropolis

In 1901 there were 48,000 people in Metropolitan Winnipeg. Final counts received from the Dominion Bureau of Statistics show that in 1961 the Metropolitan Winnipeg Census area had a population of 475,989.

4.7 Although the Metropolitan Winnipeg Census Area does not coincide with the political boundaries of the entire

Metropolitan Area, the difference in population is so small that, to all intents and purposes, the population of the Census Area has been accepted as that of the Metropolitan Winnipeg Area. As the Census Area is the only area for which statistical information in detailed form is available, it has been used as the basis for all our projections.

Based upon trends of the past five years, population growth is continuing at the rate of approximately two persons per hour, 24 hours a day, 365 days a year. By 1986 the Area will have added more than 400,000 people, an increase of 80 per cent in 23 years. Plate 2 shows the anticipated growth of the Metropolitan Area to 1986.

#### 4.9 The Exploding Suburbs

Approximate estimates indicate that while the City of
Winnipeg is likely to grow at a very slow pace because
of the limited amount of land available within the city
for residential expansion, the suburbs will more than
double their population in the next 23 years. North
Kildonan, Charleswood, Assiniboia, Old Kildonan, East
and West St.Paul and Tuxedo will more than treble their
population by 1986. While the predicted growth of the
six suburban cities and the Municipality of Fort Garry
will be less than that of the other suburban municipalities,



METROPOLITAN WINNIPEG
POPULATION GROWTH BY 5 YEAR INTERVALS
1941 - 1986

1941	×	×	×	taly-3					
1946	×	*	×	1	will Se wil			for th	
1951	*	Ř	R	1					2374 a
1956	*	×	×	×	1				
1961	*	Ř	*	×	X	erode ero			
1966	*	×	×	×	Ř	j			ï
1971	×	×	X	X	Ř	R	ď		
1976	*	*	*	×					
1981	×	×	×	×	Å	Š	Ř	R	
1986	×	×	×	×	Ř	Ñ	Ř	Å	R

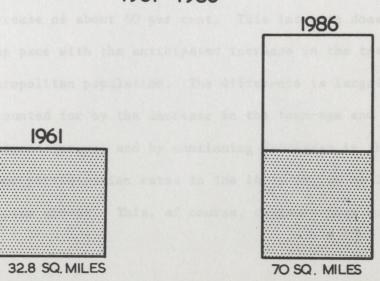
EACH SYMBOL = 100,000 PEOPLE

the latter group will have the greatest numerical increases, with an additional 250,000 people by 1986.

#### 4.10 Homes Needed

A total of approximately 38 square miles with at least 4½ homes to the gross acre, will be required for the more than 100,000 homesites which will be needed for the projected growth of population in the next 23 years. This is greater than the total area which is currently developed for residential purposes. Although many of the factors influencing the development of specific areas have not yet been evaluated, preliminary studies indicate that Assiniboia, Charleswood, Fort Garry, and Transcona will be among the areas which will develop most rapidly.

## RESIDENTIAL LAND NEEDS 1961 - 1986



4.11 Teenagers and Senior Citizens are expected to increase according to the predicted age structure shown in Plates

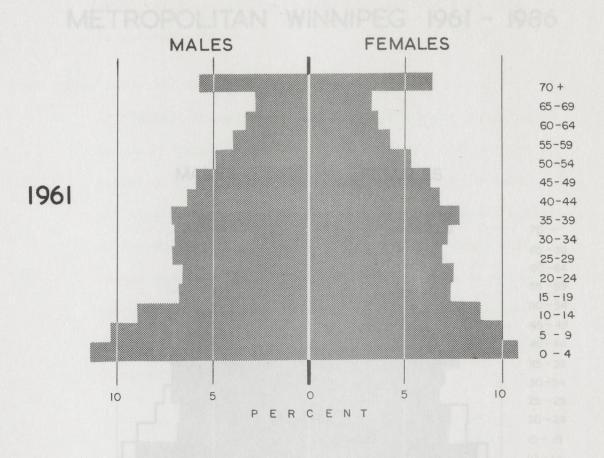
3 and 4. Teenagers will make up a greater proportion of the area's total population in 1986 than they do now, due to the effect of the post-war increase in births and the families that this group will be producing. The same projections indicate that those over 64 years of age will constitute an ever increasing percentage of the total population due to steadily increasing life expectancy.

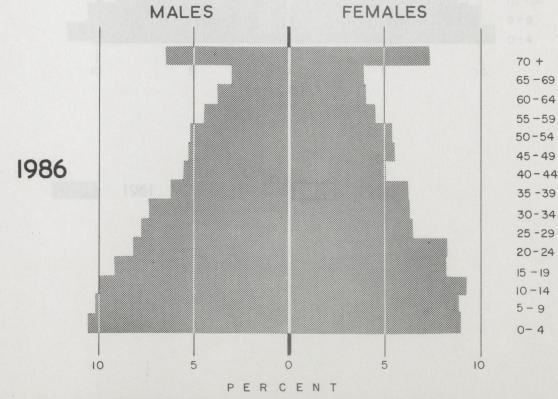
While these predicitons can be taken to indicate an increased market for the cosmetic, record or drug industries, they also indicate a greater load upon the schools and on accommodation for the aged.

#### 4.12 Labor Force

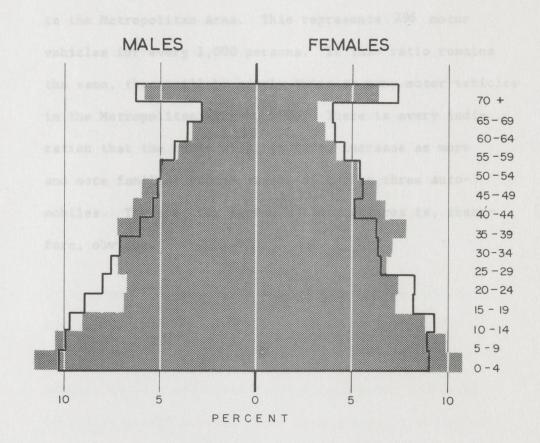
There are approximately 190,000 people in the labor force in Metropolitan Winnipeg today. It is anticipated that, by 1986, this force will contain some 300,000 people, an increase of about 50 per cent. This increase does not keep pace with the anticipated increase in the total Metropolitan population. The difference is largely accounted for by the increase in the teen-age and senior citizens groups, and by continuing decreases in the male labor participation rates in the 14 to 19, 20 to 24, and 65 plus groups. This, of course, suggests that more

# PERCENTAGE DISTRIBUTION OF THE POPULATION BY 5 YEAR AGE GROUPS AND SEX. METROPOLITAN WINNIPEG





COMPARISON OF PERCENTAGE
DISTRIBUTION OF THE POPULATION
BY 5 YEAR AGE GROUPS AND SEX.
METROPOLITAN WINNIPEG 1961 - 1986



1986

1961

people will be staying at school longer and more will be retired earlier.

#### 4.13 More Automobiles

At present, there are more than 148,000 motor vehicles in the Metropolitan Area. This represents 296 motor vehicles for every 1,000 persons. If this ratio remains the same, there will be nearly twice as many motor vehicles in the Metropolitan Area by 1986. There is every indication that the ratio will, in fact, increase as more and more families become owners of two or three automobiles. The need for improved thoroughfares is, therefore, obvious.

#### PART V

#### GENERAL LAND USE MAP

- of sheets at the same scale, this method was considered preferable to attempting to indicate Land Uses on one sheet with the consequent loss of detail. As the sheets are to the same scale they can be joined together for wall display if required. These maps indicate, in general terms, the areas for future urban development and redevelopment and are intended to serve as a basis for public and private plans for the future growth of Metropolitan Winnipeg.
- Map is not the same as a zoning map. It is intended to serve as a general indication of what is likely to happen, it is a statement of the Corporation's opinion of future growth prospects. A zoning map, on the other hand is a legal document that regulates the use of land and buildings and is more closely related to conditions of the present. These two maps are, of course, related; for example, the zoning map shows areas where residential development is taking place now, the General Land Use Map indicates area that will be zoned for residential development,

in the future when services are available and when the demands for new housing create a need for additional land.

#### 5.3 Residential Areas

These have been shown in terms of density so that the number of dwellings or persons in each of the areas can be calculated. The areas shown for residential development can accomodate the anticipated population expansion. In addition, allowance has been made for some fluctuation in population growth. As has been stated the General Land Use Map is not a zoning map and the designation of an area as "Density 2", for example, does not mean that the whole area will be developed for two-family dwellings, it means that there will be no more than 60 persons per net acre living in the area.

The following table indicates the range of densities in each type of area.

#### RESIDENTIAL DENSITIES

Classification	density per net	
D.8	700	
D.7	450	
D.6	250	
D.5	150	
D.4	100	
D.3	80	
D.2	60	
D.1 mercial areas are in	40	

population, existing sites being shown in their actual shape and additional sites being shown as green circles.

The circles are intended to show approximate location only, the actual site will be selected when detailed local plans are prepared. The demand for school sites is based on school forecast studies which have been based on information developed in consultation with a number of elementary and secondary school boards. (1) The future parks shown are intended to serve local needs. Future

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<sup>(1)</sup> For Example: Projected Secondary School Population & Requirements for the Transcona Springfield School Division No.12, April 1962.

Transcona School District No.39 Study, Jan. '63 & others

metropolitan parks are not shown as these will be comparatively large areas of land and the disclosure of their
proposed location could result in land speculation detrimental to the interest of the metropolitan residents for
whom the parks are intended. It is proposed to increase
the metropolitan park acreage by some 200 acres each
year during the first five-year planning period. (1)

#### 5.5 Commercial Areas

Several types of commercial areas are shown. Local commercial areas are intended to serve the day-to-day needs of the immediate area and can include drug and hardware stores, small groceries, beauty parlors and laundry or dry-cleaning pick-up stores, to name typical examples. The district commercial areas would serve a larger trade area and offer a greater variety of goods and services. In most cases a supermarket would be the prime retail establishment. The location of future commercial areas are not indicated precisely on the Map in all cases in order to prevent the creation of premature land values. Locations will be fixed when detailed local plans are prepared.

<sup>(1)</sup> Metropolitan Winnipeg Parks Development Sept. '61

In all new areas a "shopping centre" type of develop-5.6 ment will be encouraged so that communal parking space can be provided. The aesthetic advantages of a group of stores designed as a unit can have an important effect on the appearance of a residential area. The Plan does not envisage the continuation of strip commercial development along both sides of major traffic routes. Past experience indicates that this type of development with the resulting conflict between the use of the street for both parking and the moving of traffic, and the dispersal of the commercial activity, cannot be considered to be in the best interest of the community as a whole. Again the disadvantages from the point of view of appearance cannot be overlooked.

# 5.7 Industrial Areas (1)

A separate section of this Plan comments on industrial development in terms of its relationship to population growth and the economic prosperity of the Metropolitan Area. The General Land Use Map shows the location of

<sup>(1)</sup> Development Plan Progress Report No.1 - Industrial Growth

Development Plan Report - New Industry in Metropolitan Winnipeg since July 1959. May 29, 1963.

Development Plan Report - Industrial Location in Metropolitan Winnipeg.

present and future industrial areas based on anticipated need and the availability of services required by industry. Where possible major thoroughfares or wide power line rights-of-way have been used to provide separation from residential areas where these adjoin.

- The Plan shows industrial areas generally and does not attempt to differentiate between areas of varying industrial use. This will be done by the Zoning By-law that will follow the adoption of the Plan. The Zoning By-law will establish the types of industry for each area bearing in mind the type of service available or to be provided and the degree of compatibility with adjoining development; for example, it is considered that a modern light industrial or warehouse building on a carefully landscaped site is not incompatible with residential development. Other regulations such as Industrial Waste Licensing will of course be used to strengthen the zoning requirements.
- In establishing industrial areas a metropolitan approach has been used as this is consistent with the provincial legislation that provides the Corporation with the authority to prepare this Plan. This approach is also consistent with the view that the Metropolitan Area functions as a single economic unit and must be planned accordingly.

  No attempt has been made to provide every city and munici-

pality with its own industrial area, future industrial areas have been located where physical characteristics indicate suitability for industrial development.

#### 5.10 Agricultural Areas

The agricultural classification is intended to include all of the "open land" uses; these include farming and market gardening and large public and private recreational areas. Public sewer and water services will not be provided and other services will be of a standard appropriate to a sparsely populated area.

In addition to the areas where agricultural uses of all kinds are likely to continue throughout the planning period, areas are designated as "Residential Reserve" (A.R.R.) and "Industrial Reserve" (A.M.R.). The purpose of these designations is to indicate that although they will continue in agricultural use for some time, their ultimate use will be for residential or industrial purposes.

#### 5.12 The Downtown Area

The prospects and problems of this area are unique, it is here that the majority of the rebuilding will take place and in this area it is essential that public and private plans move forward in step. The Plan indicates the uses

of land in general terms and defines the limits of the central business district. Unless the central business district is defined, it can continue to spread outwards thus diluting the intensity of activity in the core of the Metropolitan Area and wasting the considerable public and private capital that has been invested in this area.

Another section of this report illustrates the aesthetic considerations of downtown redevelopment and indicates the standard to be achieved. The Plan does not include detailed architectural schemes for downtown as the rebuilding of this area will be financed largely by private capital. In these circumstances, the Corporation will work co-operatively with the designers working for private interest in formulating ideas for downtown redevelopment. The section of this report dealing with Urban Appearance indicates the quality of urban design that should be

achieved.

By-law No.648 of the Corporation has established design control in certain areas where future buildings are to be carefully related to recent buildings of architectural significance in order to ensure that improved standards of urban appearance are maintained. In administering this By-law and any subsequent extension of its provisions

the Corporation will be assisted by an advisory committee of representatives of the Manitoba Association of Architects, the Association of Professional Engineers of Manitoba and the Winnipeg Builders Exchange.

## 5.14 Riverbanks (1)

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Special consideration has been given to riverbanks and creek valleys as these represent a valuable natural asset in addition to providing an outlet for storm drainage.

Land that is liable to be flooded will be zoned as "Flood Plain" to prevent development. Other open land along the riverbanks and in creek valleys, particularly if it is outside the line of primary flood defence, will not be developed.

The General Land Use Map indicates continuous green areas along certain sections of riverbank, particularly where land presently in plublic ownership can be extended. It is unlikely that it would be financially possible to acquire large sections of developed riverbank property for public use in the immediate future but this is a long-term objective and as a step towards this aim the Plan will require

<sup>(1)</sup> Development Plant Reports
Riverbanks in Metropolitan Winnipeg, May 1962, and
Riverbanks in Metropolitan Winnipeg, July 1964.

that any land now held by local governments will not be sold for private development.

5.16 The 1964 Report on Riverbanks recommends the following policy be established:

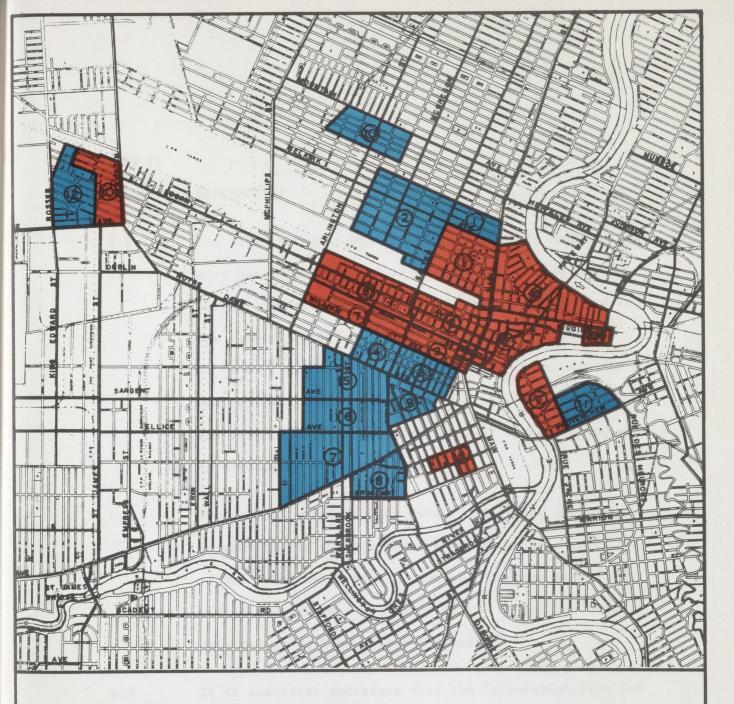
"IT IS RECOMMENDED that the Metropolitan Corporation in co-operation with the area municipalities affected establish and pursue a policy aimed at the reclamation of the river banks in the metropolitan area for public use over a period of time and in particular:

- That the individual recommendations and suggestions contained in this report be incorporated in the Development Plan and that their implementation proceed in cooperation with the cities and municipalities affected.
- 2. In new areas of development adjoining the rivers, river drives are to be provided with the land between the drive and the river retained as public park.
- 3. That the Metropolitan Council establish a capital fund of \$250,000.00 to be used for the purchase of privately owned river bank property as it becomes available. This would be in addition to any capital sums provided in the Parks budget. This capital fund to be maintained at \$250,000.00 and replenished in the budget each year to cover the amounts expended from the fund in the preceding year."

#### 5.17 Urban Renewal

The Corporation's responsibility is limited to the preparation of programmes for the rehabilitation, improvement or redevelopment of urban areas, the implementation of these programmes is largely a municipal responsibility. The Corporation will participate in the preservation and rehabilitation of residential areas by the adoption and administration of adequate zoning and building by-laws. A by-law dealing with standards of maintenance and occupancy of buildings is also contemplated. A report on urban renewal prepared in 1963<sup>(1)</sup> designated areas where either redevelopment or rehabilitation is necessary - these are shown on Map No.4.

<sup>(1)</sup> Development Plan Report - Metropolitan Urban Renewal Study, January 30, 1963.



# METROPOLITAN WINNIPEG REDEVELOPMENT & REHABILITATION AREAS

LEGEND



REDEVELOPMENT AREA



REHABILITATION AREA

1000 0 1000 2000 3000 4000 5000

METROPOLITAN CORPORATION OF GREATER WINNIPEG PLANNING DIVISION

MAP No. 4

#### PART VI

#### INDUSTRIAL DEVELOPMENT

- Area has been indicated in a preceding section and the anticipated growth in work-force has been indicated in the recently published report on population growth.

  It is self-evident that if a community is to maintain and improve its general standard of living, growth of the work-force must be accompanied by corresponding growth in employment opportunities.
- 6.2 The community offers many opportunities for employment; government for example employs an appreciable percentage of the total work-force. However, the most significant groups of employers are those in the activities usually referred to as "industry and commerce".
- 6.3 It is essential therefore that the Corporation plan for the expansion of industrial and commercial activity in the Metropolitan Area. The Plan indicates areas for future industrial and commercial expansion. An attempt has been made to locate these so that they will have the necessary public services that they require and so that

<sup>(1)</sup> Metropolitan Winnipeg Population Study 1961-1986

they will not be a detriment to the environment of adjoining districts and the Metropolitan Area as a whole.

6.4 In particular the following factors have been taken into consideration:

Availability of water and sewer service adequate to meet any special industrial requirements,

Transportation service including major thoroughfares and rail services,

Adequate separation from other areas of urban development to minimize incompatibility,

Land holdings of sufficient size to minimize land assembly problems,

Adequate thoroughfare connections between industrial areas and those residential areas that will provide accommodation economically and are socially attractive to the employees of industry,

Proposals for the redevelopment and re-use of urban land must take into consideration the need for land for new industry, particularly in the central area where the concentration of new and existing industry is high.

A recently completed study of industry in Metropolitan
(1)
Winnipeg has served as a basis for the allocation of
land for industrial uses and for the zoning regulations
to be adopted based on the Plan. The report reviews
the history of industrial development and analyzes the

<sup>(1)</sup> Industrial Location in Metropolitan Winnipeg, July 1964.

current situation. In addition to containing detailed comments, the report sets out some general conclusions. These general conclusions form the basis of the Corporation's approach to industrial development and are included in this Plan.

"Study has revealed that within the Metropolitan Area there is a great deal of land zoned for industrial use. For example, there is a well-serviced but dissected acreage within the centre of the City of Winnipeg, that with a proper redevelopment plan, could be consolidated and offered to those desiring a downtown location. In addition, a number of municipalities have ideally located land which could adequately provide the needs of industry in Metropolitan Winnipeg for many years. Therefore, much of the industrial land which is not immediately required should be re-zoned for other use.

These conclusions have influenced the general land-use proposals contained in the Development Plan.

If future industrial development is to make a major contribution to the whole metropolitan community both planning and promotion must be carefully coordinated. This can best be done by developing and improving the functions of the Industrial Development Board of Greater Winnipeg, by using services offered by the Provincial Department of Industry and Commerce and by strengthening the existing liaison between these two development agencies and the Corporation's planning staff."

In addition to designating land for present and future industrial use the Corporation also has an important role to play in supporting and assisting those agencies engaged in the promotion of industrial development.

At present financial support is provided for the Industrial Development Board of Greater Winnipeg but the relationship between this agency and the Corporation should be reviewed to ensure that the Metropolitan Area has an industrial development agency equipped to compete with other major urban centres in this highly competitive field of activity. The review of the relationship between the Corporation and the Industrial Development Board of Greater Winnipeg should be undertaken jointly by the Industrial Commissioner and the Director of Planning and their recommendations should be considered jointly by the Metropolitan Council and the Industrial Development Board.

#### PART VII

#### THE ADDITIONAL ZONE

- This is an area of land some five miles in depth extending beyond and encircling the metropolitan boundary.

  The Corporation was given planning jurisdiction over this area in order that development on the fringe of the urban area could be controlled. As an earlier report (1) indicated, no urban development is envisaged for this area with the exception of some planned low-density development in and around existing village communities.

  It is acknowledged that some people prefer to live on comparatively large lots and are prepared to accept the lower standard of municipal services that this implies.
- 7.2 The majority of the land in this zone will remain in "open-land" use. This includes farming, market gardening, parks, public and private golf courses, and any other uses that are usually permitted in an area zoned for agricultural use. The Plan does not envisage that any substantial part of the Additional Zone will be acquired by the Corporation for public use.

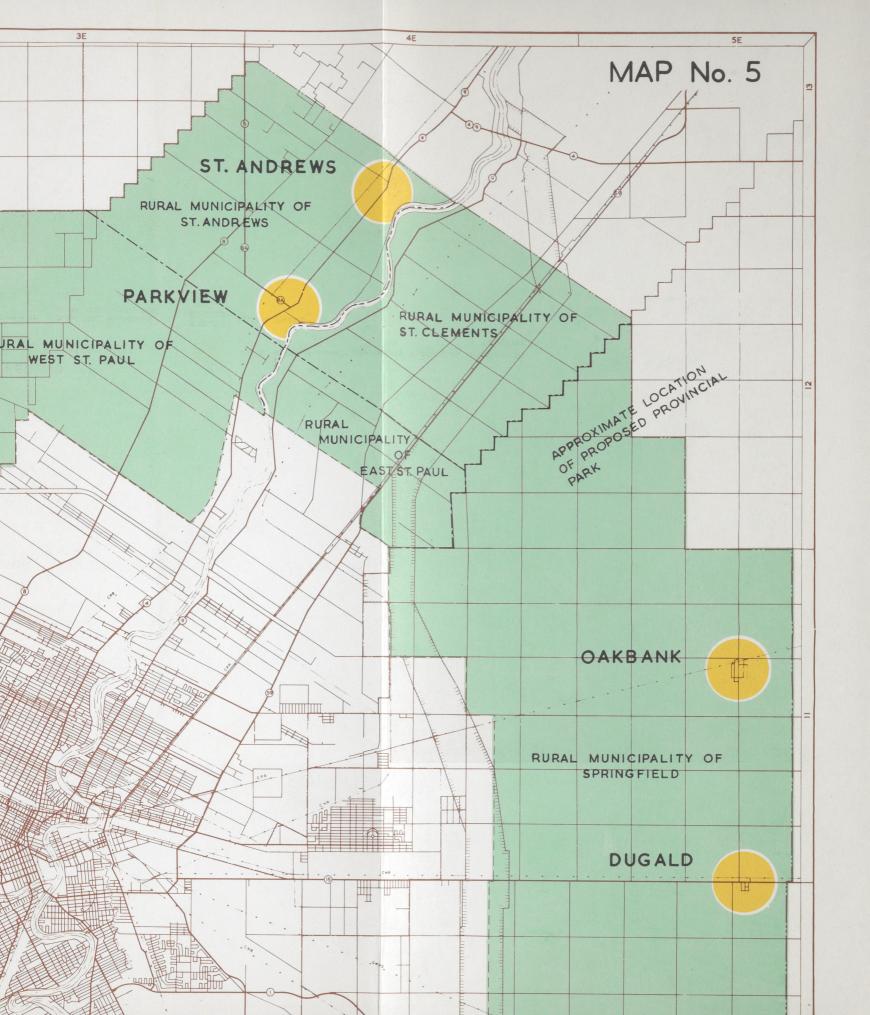
<sup>(1)</sup> Development Plan Report
The Additional Zone, August 22, 1961.

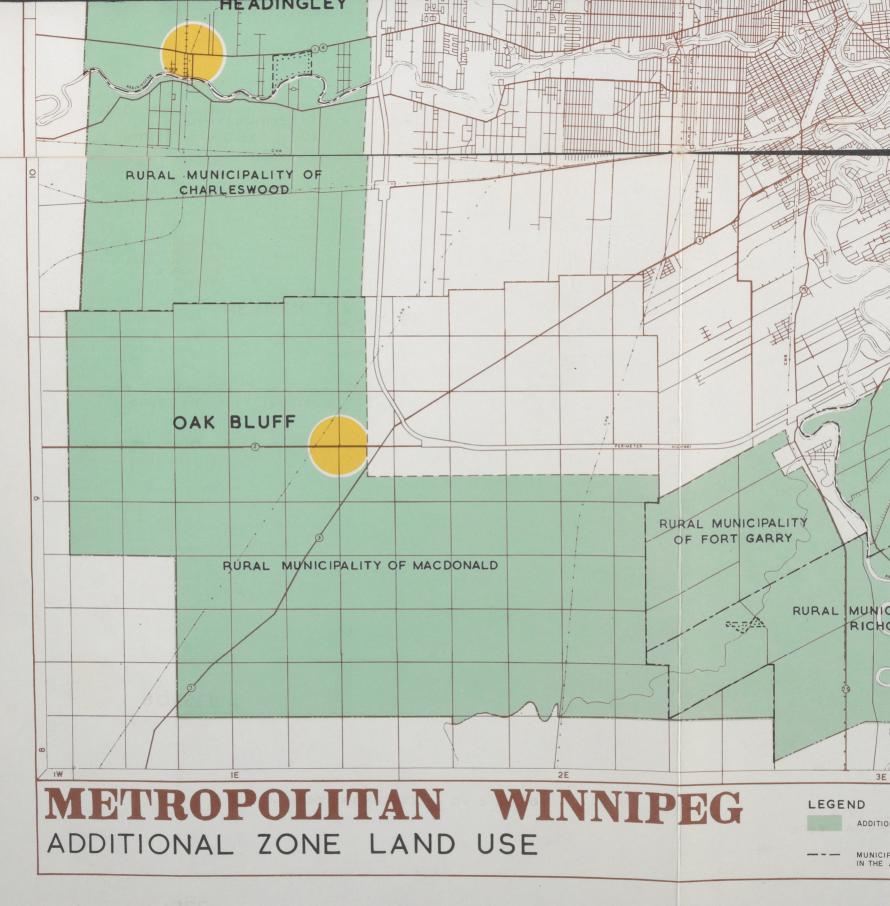
7.3

The separate land-use map (Map No. 5) included in this Part illustrates those areas where planned low-density development is expected. The map indicates that no industrial development is expected in this area.











#### PART VIII

#### URBAN APPEARANCE

- 8.1 The purpose of this section is to describe the elements of good urban design. It is, of course, impossible to express aesthetic standards in rules that can be incorporated in a by-law. What is needed is a description in general terms of the considerations which are important aesthetically, and illustrations of the visual effect which can be achieved.
- The appearance of the community is obviously important.

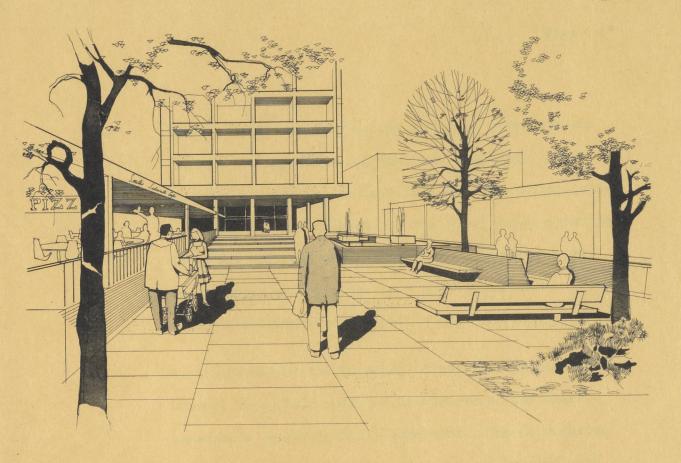
  The residents enjoy the pride and satisfaction that

  comes from living in a visually pleasing community,

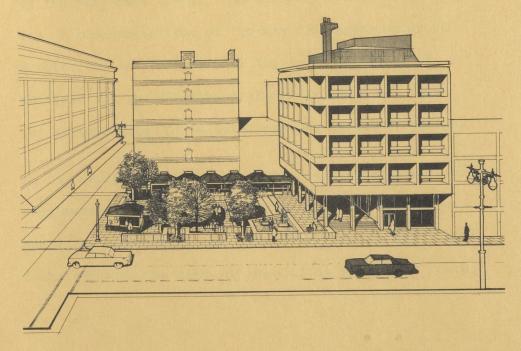
  and visitors tend to use appearance as an indicator of

  the general level of prosperity and vitality.
- 8.3 In the downtown area large-scale redevelopment by private agencies plays a major part in reshaping the appearance of the most important part of the community and the Corporation proposes to achieve the desired standard through an advisory design committee working in co-coperation with the designers. In addition, it is important to acknowledge the cumulative effect of a number of smaller pieces of good urban design. Plates 5 and 6 are included as illustrative examples.





a small square and open an vestaurant located in the vetail shopping area adding to the pleasure and convenience of shopping and contributing to a pleasing street scape



- It is neither possible nor desirable to integrate and control the appearance of downtown completely. Each generation makes its contribution and adds to the interest, variety and richness of the urban scene, providing it is acknowledged that each building is part of the total aspect of the street and that it should not stand alone in vulgarity and exhibitionism.
- Control in certain parts of the Downtown Area where appearance is particularly important. The Corporation will decide if a specific building is in keeping with the usual types of building in that area. For example, any rebuilding surrounding the new Winnipeg City Hall will have to be in keeping with the design standards set by the City Hall itself. An advisory Committee consisting of representatives of the Manitoba Association of Architects, the Professional Engineers Institute of Manitoba and the Winnipeg Builders Exchange has been set up to advise the Corporation in question of design.
- In the downtown area the pedestrian's viewpoint will be considered paramount. When we are downtown most of us spend the majority of our travelling time on foot. This fact indicates the need for developing pedestrian routes

that are attractive to use; and, in keeping with the severity of our climate, protected from the weather. Considerable protection from summer sun and winter winds can be given by existing buildings themselves providing the pedestrian can move around and between them along routes that are visually attractive. The sketches at Plate 7 to the north of Holy Trinity Church illustrate this idea.

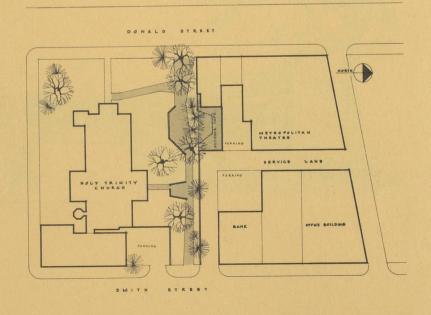
- 8.7 One of the most frequently criticized aspects of urban appearance is overhead wires. Downtown they obscure building facades and introduce ugliness and chaos in what would otherwise be visually interesting streets.

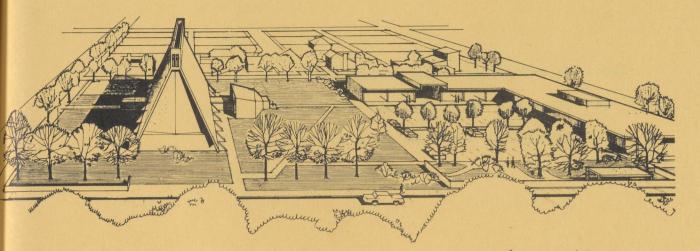
  In residential areas they are usually out of scale with the homes and obviously detrimental to environment.
- 8.8 Winnipeg City Hydro has started to put wires underground in the downtown area and this programme should continue as rapidly as the availability of funds allows.
- 8.9 In residential areas the major deterrent to underground wiring has been the initial capital cost. Manitoba Hydro have now proposed a plan whereby this cost can be met through an additional charge in the monthly Hydro bill.

  It is proposed that the subdivision regulations that will follow the adoption of the Plan will require underground



a walkway through a long block giving the pede strian relief from the noise and conflict of the vehicular street



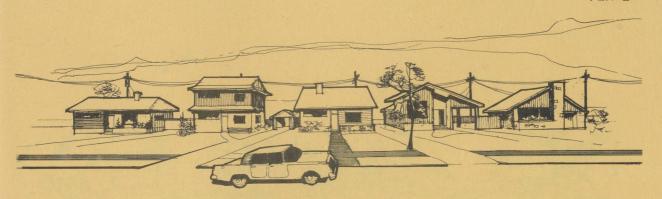


community buildings
planned in relation to
one another can
make use of joint provision
of parking, releasing
some space for
lundscaped open areas



the shopping center developed with unitormity and interest and a land scaped parking area

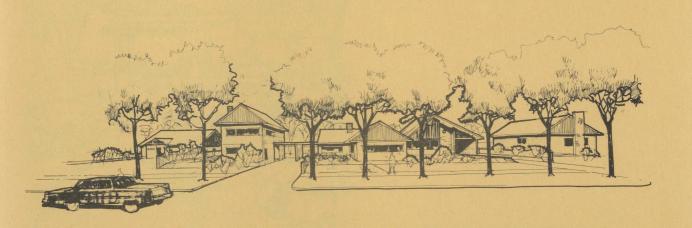
wiring in new residential areas, subject to the conditions established by Manitoba Hydro. The next step in the programme will be to encourage underground wiring in already developed areas.



street of individual homes, no relationship between houses or land scaping - overhead wires

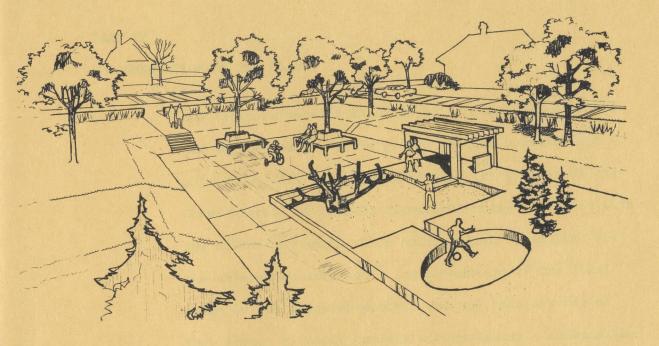


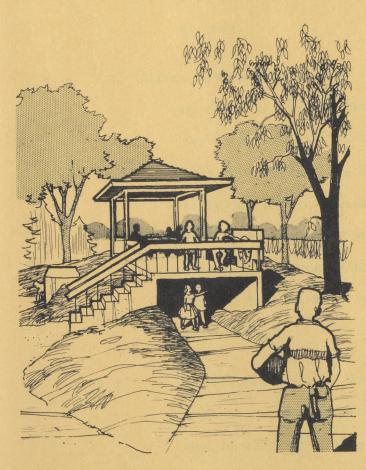
same street with coordinated landscaping scheme and overhead wires removed



housing and landscape designed in relation to neighboring units to present a unified street scape







small open spaces
in residential areas
developed at minimum
expense into citivacture
spaces for children to play
and adults to relax

#### PART IX

#### IMPLEMENTATION OF THE PLAN

9.1 The basic purpose of the Plan is to establish policies and objectives for urban growth. These policies and objectives will guide and influence the actions of the Corporation; the Plan is incomplete unless it deals with the methods by which these policies can be applied and the objectives attained. Implementation is the final stage in the planning process and may take any one of four forms, or under certain circumstances a combination of them.

### 9.2 Direct Metropolitan Action

By the provision of those services and works that are the responsibility of the Corporation - for example, the construction of a metropolitan street or the acquisition of a metropolitan park. The Plan and its supporting reports indicate what facilities will be provided during the 25 year planning period and the Corporation's Capital Budgets will indicate the order in which this will be done.

9.3 No attempt has been made to estimate the total capital cost of the metropolitan public works that are envisaged in the Plan. These will be constructed over a 25

year period and since their cost will be influenced by many changing factors, any estimate can, therefore be no more than an intelligent guess and could be misleading. It is important to point out that these services and works will be required in any case as the community grows. The purpose of the Plan is to indicate what will be needed during the planning period; the availability of capital funds and the needs based on the rate of urban growth will be used to establish priorities and these will be reviewed on an annual basis.

#### 9.4 Regulatory Metropolitan Action

Once the Plan has been adopted the Corporation will enact by-laws establishing metropolitan standards for development and providing for the administration and enforcement of them. The by-laws that are administered by the Planning Division include a Metropolitan Zoning By-law and Building By-law. Staff studies now are being completed which will serve as a basis for a Subdivision By-law and a By-law dealing with the Maintenance and Occupancy of Buildings. In addition to the by-laws administered by the Planning Division, other regulations such as the control of river pollution, treatment of sewage, and the use of metropolitan streets will also serve to ensure that the Corporation's development policies are maintained.

#### 9.5 Liaison with Other Agencies

In this case the Corporation has no direct responsibility but through liaison with other public and private agencies can attempt to ensure that their future programmes are in step with the Plan. The use of the Corporation's forecasts of population growth and areas of development by all agencies involved in the provision of services to residents of the metropolitan area will ensure a uniform basis for planning.

9.6 Many of the ideas and objectives illustrated in the Plan, particularly those dealing with urban appearance, will require co-operative action. The Corporation can play an important role in formulating ideas, providing leadership and encouragement, and in coordinating the activities of the many organizations who support the ideas and objectives set out in the Plan.

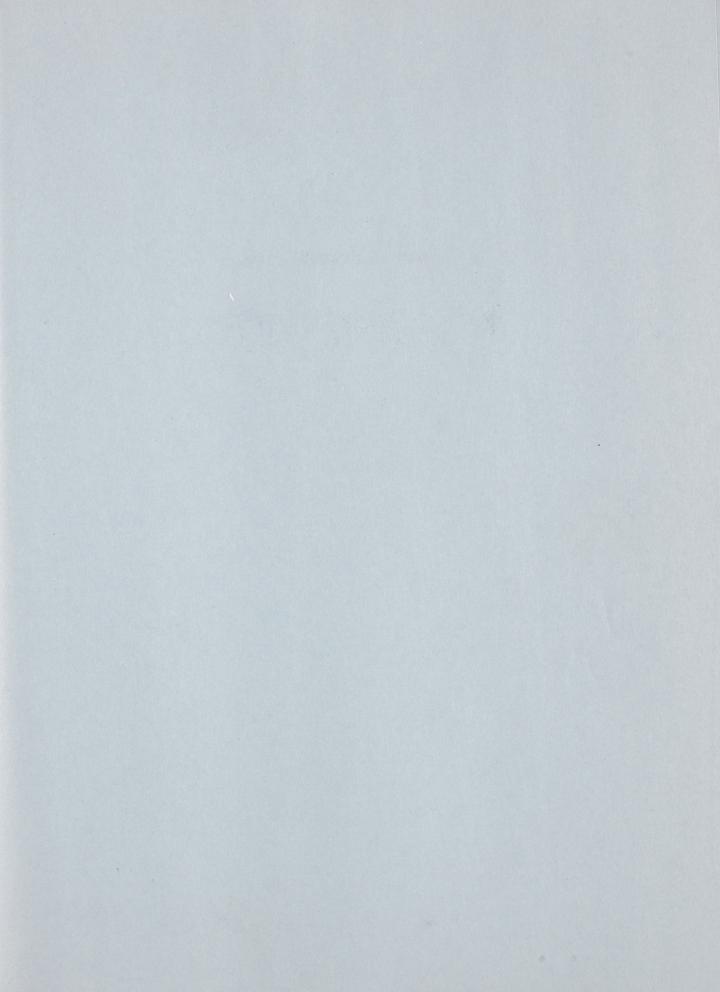
#### 9.7 Allowance for Contributory Factors and Trends

The Plan has been made sufficiently flexible to allow for the effect of many factors such as population growth and the effect of national economic policies, which the Corporation cannot control but which can have considerable effect on the future growth of the community. A regular five year review of the Plan will ensure that any

necessary changes due to these factors and trends can be made.

9.8 The critical test of the Plan will be the extent to which the ideas and objectives will be implemented over the years. It is perhaps appropriate to conclude this Plan with a statement on the nature of plans and planning, taken from the Plan for Greater London prepared by Professor Sir Patrick Abercrombie in 1944.

"The maps and drawings which accompany this Report attempt to depict the changes which will have taken place after all the proposals have been carried out. It is impossible to predict a date for the completion of these changes. In fact, so uncertain is the future that events may well occur which will cause modifications in the changes themselves indicated by the Plan. These modifications, however, will be made with understanding, because there is a Plan, and will not be the haphazard occurrences of the past. The Plan points then to certain definite changes, but the changes are not realized in a single dramatic event, nor are they quickly realized. The ideal is never completely fulfilled; it is the mediocre which is quickly embodied and as quickly superseded. Even the best plan made today may never achieve fulfillment in all its parts, in accordance with the living, dynamic aspect of planning, which will adapt the plan to a new age."



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METROPOLITAN CORPORATION OF GREATER WINNIPEG MAN PLANNING DIVISION

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CONTENTS:

10 maps

1 legend in pocket

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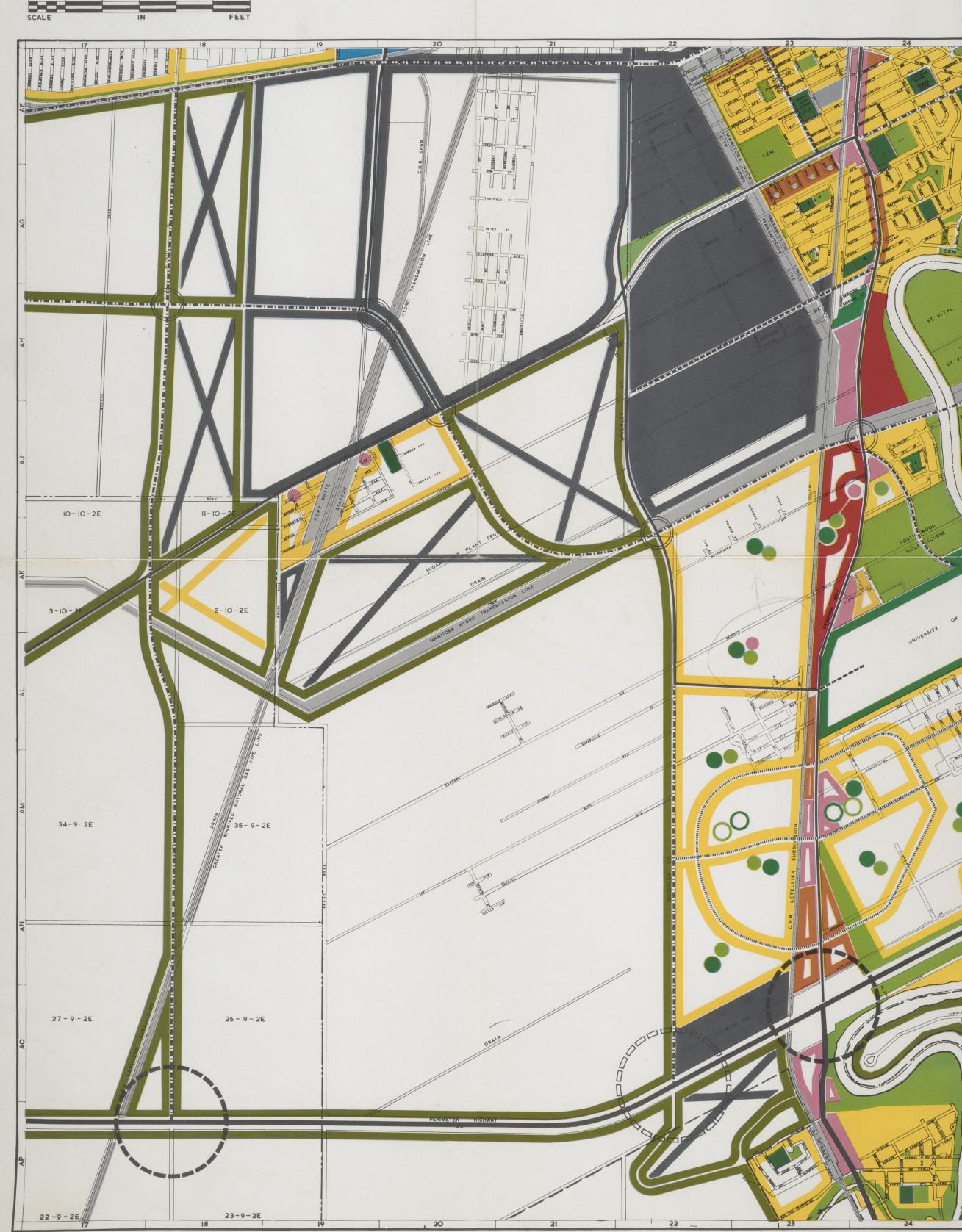
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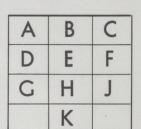
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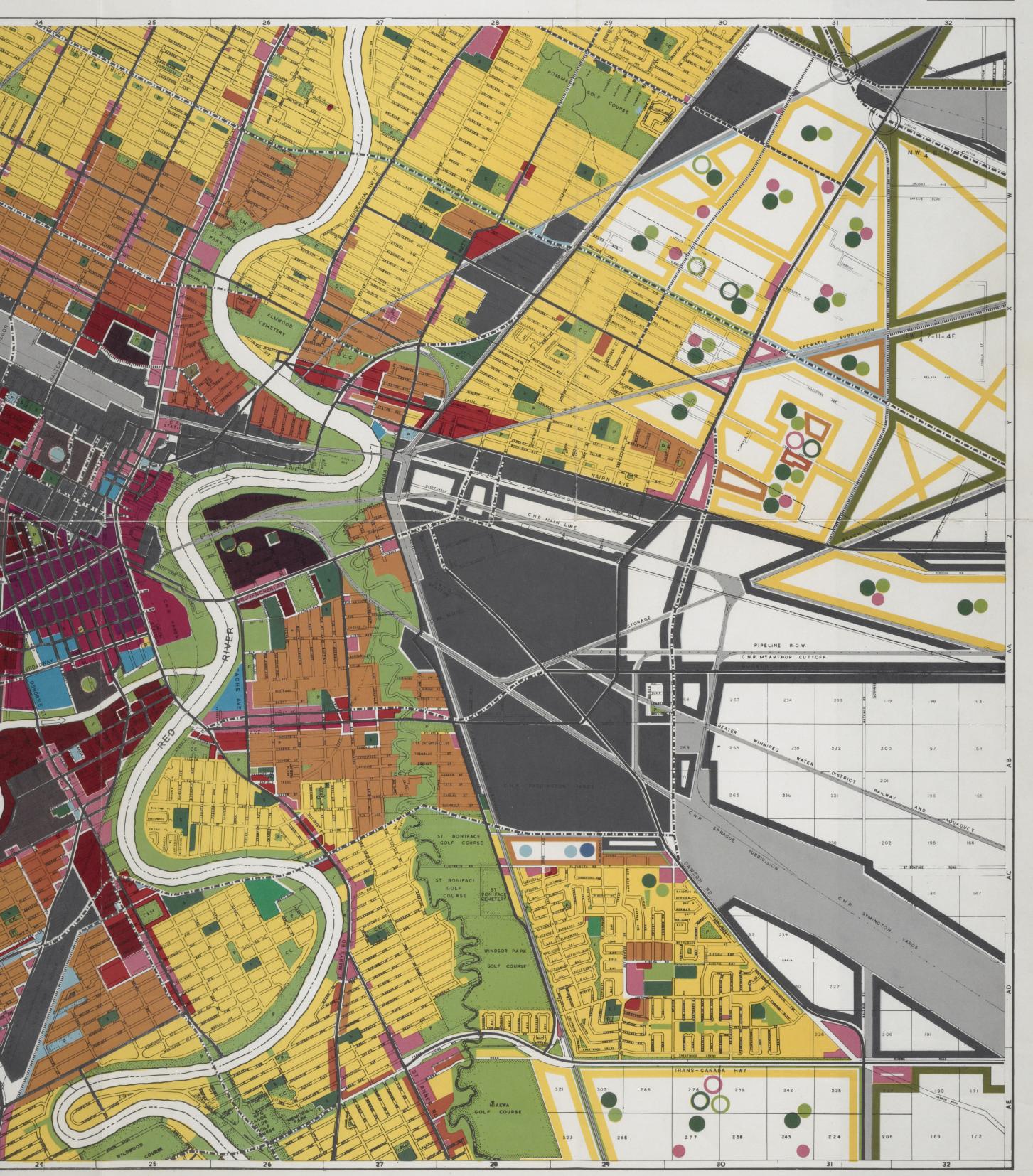
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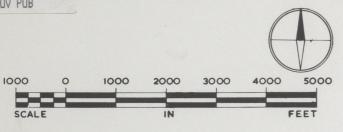


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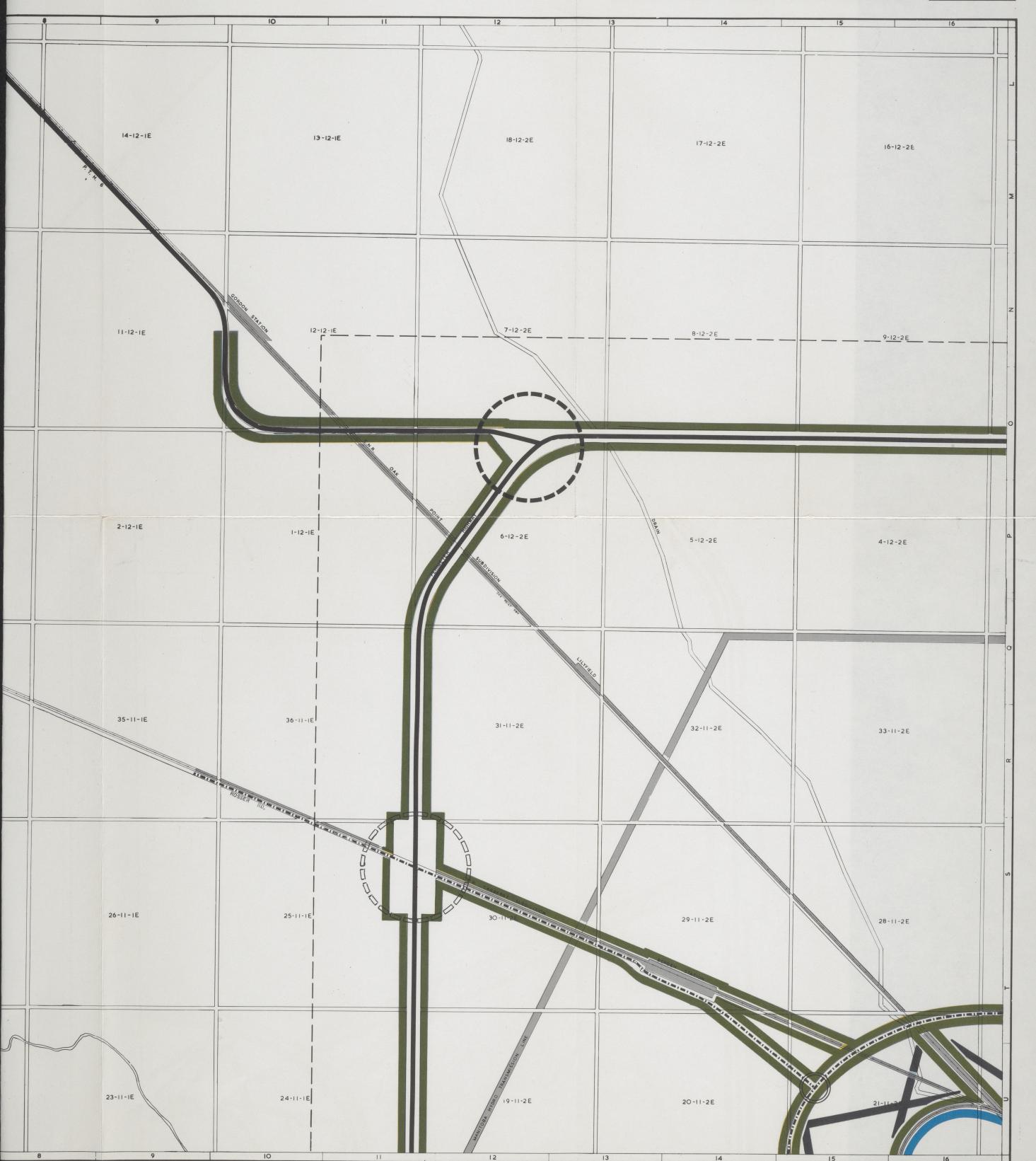






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# LEGEND FOR GENERAL LAND USE MAPS A TO K

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	DENSITY I	40		AGRICULTURAL RESIDENTIAL RESERVE
	DENSITY 2	60	×	AGRICULTURAL INDUSTRIAL RESERVE
	DENSITY 3	80		
	DENSITY 4	100		OPEN SPACE, PARKS AND RECREATION, COMMUNITY CLUBS, FLOOD PLAINS, ETC.
	DENSITY 5	150		GOVERNMENT BUILDINGS, HOSPITALS, MILITARY DISTRICTS
	DENSITY 6	250		EXISTING SCHOOLS
	DENSITY 7	450		
	DENSITY 8	700		FUTURE ELEMENTARY SCHOOLS
			0	FUTURE SECONDARY SCHOOLS
	ESTABLISHED COI	MMERCIAL		FUTURE LOCAL PARKS
	COMMERCIAL AND	CULTURAL		FUTURE DISTRICT PARKS
	CENTRAL BUSINES	S DISTRICT		FUTURE LOCAL COMMERCIAL
	INDUSTRIAL			FUTURE DISTRICT COMMERCIAL

GREATER WINNIPEG FLOODWAY

MUNICIPAL BOUNDARIES

--- METRO BOUNDARY

UTILITIES

----- ADDITIONAL ZONE BOUNDARY

EXISTING METRO STREETS AND PROVINCIAL TRUNK HIGHWAYS

INSIDE THE PERIMETER ROAD

---- FUTURE MAJOR THOROFARES

EXISTING PRINCIPAL MUNICIPAL STREETS

FUTURE PRINCIPAL MUNICIPAL STREETS

PERIMETER ROAD AND PROVINCIAL TRUNK HIGHWAYS
OUTSIDE THE PERIMETER ROAD

CONTROL AREAS AT PROVINCIAL HIGHWAY INTERSECTIONS RADIUS = 1500' (UNLESS NOTED)

RADIUS = 1500 (UNLESS NOTE

LOCATIONS WHERE ADDITIONAL 1500' RADIUS INTERSECTION CONTROL AREAS MAY BE REQUIRED

LOCATIONS WHERE DEVELOPMENT CONTROL AT METRO STREET INTERSECTIONS IS ANTICIPATED

EXISTING DEVELOPMENT IN SOLID COLOR FUTURE DEVELOPMENT IN OUTLINE COLOR

B35038